

2 THE VISION OF THE HARBOR

The 2006 Gloucester Harbor Plan represents a consensus developed through discussions over a period of twenty-two months involving the Harbor Plan Implementation Committee, the Harbor Plan Coordinator, key local stakeholders, government officials, and the community at large. This section reviews the need for a revised plan, what has been achieved since approval of the 1999 Plan, background information on the planning process, and the goals that underlie the new Plan's key proposals. The process has been open to the public and guided by the Harbor Plan Implementation Committee, which is broadly representative of users and interests on the Harbor.

2-1 OVERVIEW OF THE PLANNING APPROACH

Thanks to its outstanding natural harbor and proximity to one of the world's most productive fishing grounds, Gloucester has developed and prospered over the past four centuries. From sailing to modern motorized, electronically sophisticated vessels, Gloucester has been and continues to be a leader within our nation's fishing industry, as both a harvester and processor of fish. The Harbor's natural beauty, quaint charm, artistic nature, and working port activities have drawn writers, artists, and visitors since its earliest days as a vibrant commercial fishing port. This is the heritage from which the Harbor Plan Implementation Committee derived its vision. The goal of the Plan is to realize "a publicly accessible Gloucester Harbor that expands its position as a vital economic asset to the City and the Commonwealth, while retaining its natural beauty and historic character". The Committee clearly recognized its responsibility to protect the history and the authentic quality of "America's Oldest Seaport" while also ensuring the working port continues to make a major economic contribution to the region's economy.

The future vitality of the Port is tied to the success of commercial fishing and the introduction of new marine industries. But these businesses are changing. To be and stay competitive, marine industries require first-rate infrastructure and the flexibility to quickly adapt to new circumstances. This is particularly true of the small to medium sized businesses located on Gloucester's waterfront, which need to continue to be productive and attractive assets for the community. There is also a need to take advantage of new economic opportunities for the Harbor including cultural, recreational and visitor oriented uses. The Plan presents a balanced approach, allowing marine industrial and visitor uses to not only coexist, but to be mutually supportive with no displacement of the critical business or reduction in the essential infrastructure associated with the Harbor. These services and infrastructure mean that Gloucester is one of the few remaining full service, "hub" ports. The fact that Gloucester currently offers all the essential services and infrastructure needed by the fishing industry means that the Harbor is not only an ideal home port for local fishermen, but also attracts fishing vessels and fishermen from other states and regions (A Study of Gloucester's Commercial Fishing Infrastructure, 2003 and 2005). While the concept of the full service hub port has been specifically applied to the needs of the commercial fishing industry, many of the critical services and infrastructure are equally important to other vessels using the Port of Gloucester.

To meet the above challenges, the 2006 Harbor Plan focuses on the following:

- € **Enhancing the Harbor Environment** – Several infrastructure improvements are needed in the Harbor to support appropriate development opportunities and/or to sustain existing marine industries. In the past six years, many of the improvements recommended in the 1999 Harbor Plan have been completed or are currently being addressed. Some of the pending initiatives from 1999 are no longer considered necessary but there is still critical waterfront infrastructure in need of repair and upgrading. Much of this is located on private property where there has been limited

redevelopment and investment. The 2006 Plan and the Designated Port Area (DPA) Master Plan aim to provide guidance and assistance to private property owners to stimulate investment and help revitalize Gloucester's waterfront. This Plan also outlines priority harbor projects requiring public funding.

- € **Maintaining & Strengthening the Working Port** – including a characterization of the existing port; clarification of the existing land use regulations and the land use limitations they impose; economic and regulatory incentives to assist waterfront property owners on the Harbor to maintain economic viability; incentives to support waterfront infrastructure improvements; strategies to provide for the commercial fishing industry – now and in the future.
- € **Developing historical and cultural assets of the Harbor** – the 1999 Harbor Plan recommended that a Gloucester Maritime Museum be developed on the downtown waterfront to act as a gateway to Gloucester and serve as a centerpiece for an organized network of visitor sites and businesses. Since then the Gloucester Maritime Heritage Center (GMHC) has been established on Harbor Loop. This non-profit organization and facility partially fulfill the role of a museum, although on a smaller scale than was envisaged in 1999. The 2006 Harbor Plan recommends that other visitor attractions be developed that complement the GMHC and provide additional insight into the history and cultural assets of the City's waterfront. By developing a network of attractions, expanding the existing pedestrian loops and re-establishing a water shuttle to link the various parts of the Harbor, visitors will be able to enjoy a wide range of waterfront attractions. This can help to support existing downtown businesses as well as attract beneficial new private investment into the area.

The 1999 Harbor Plan outlined a program of projects, initiatives, development opportunities, and studies to have been accomplished in phases over a 2-7 year period. The 2006 Plan updates the status of these improvements, suggests which are no longer necessary or viable and recommends new improvements to address issues that have emerged in the last few years. Both plans also identify implementation responsibilities and potential sources of funds.

The 1999 Harbor Plan served as a DPA Master Plan providing a rudimentary framework to protect the marine industrial character of the Harbor. It did not offer specific guidance on what the City considered an appropriate mix of development within the DPA or suggest regulatory changes that would support this development. The 2006 Plan contains a more comprehensive DPA Master Plan and when approved by the City and Massachusetts Executive Office of Environmental Affairs (EOEA) will provide guidance to developers and to the state's Department of Environmental Protection (DEP) that will prove helpful in their review and approval of Chapter 91 licenses within Gloucester's DPA. The DPA Master Plan will also implement changes in the existing regulations and controls that should stimulate investment in the Port and help to revitalize the waterfront.

2-2 WHY IS THE PLAN BEING REVISED?

Like any comprehensive plan, a harbor plan is intended to serve as a road map to guide a community in its decision making. To be truly effective, a plan has to reflect the current status and needs of the community, both of which evolve over time.

The 1999 Plan has reached the end of its intended five-year life. Changes over the past six years in the regional economy, in the maritime industry (particularly fish harvesting and processing), and in the condition of the Harbor's infrastructure, all contribute to the need for a new planning document for Gloucester Harbor. In addition, there has been a growing community concerns over underutilized waterfront properties and further decay of some parts of

the Port. Many believe that this is more the result of ineffective, or poorly understood regulations and lack of economic incentives rather than directly tied to the poor condition of the Port's public infrastructure, the later being the central theme of the 1999 Plan. Therefore, a key focus of the current planning process has been to clarify the City and state regulations and to increase the predictability of the permitting process.

2-3 WHAT WAS ACHIEVED AS A RESULT OF THE 1999 PLAN?

The 1999 Plan recommended a number of improvement projects and other initiatives that should be undertaken. Table 2.1 summarizes the implementation status of these recommendations. Some of these efforts have been funded by the Seaport Council. As of March 2006, the following Seaport Council funded projects were listed as ongoing:

- € **Gloucester Annisquam Canal Boat Ramp Completion:** The Annisquam Canal provides a major waterway for commercial and recreational boaters. This project proposes to provide lighting at the Annisquam Canal commercial boat ramp to support the needs of fishing vessel traffic.
- € **Gloucester Annisquam Dredging:** The Seaport Council provide engineering work for the dredging of the north entrance of the Annisquam River off Essex Bay to expedite the US Army Corps federal dredge project for this area.
- € **Gloucester Blynman Canal Repair Engineering and Construction:** The Council supported the repair of the South side of the bridge a few years ago. Unrelated to this repair, settlement issues are now causing structural damage to the north side of Blynman Canal raising concerns for both navigation and public safety.
- € **Gloucester St. Peter's Marina Completions:** Funded previously by the Seaport Council, the marina project is complete with the exception of redecking work on the existing pile supported finger pier. The funding is to cover the costs of this work and complete the project.
- € **Gloucester Harbormaster Wharf:** The project makes repairs to the Harbormaster Wharf providing access by commercial vessels and supporting the security and operational needs of the harbormaster.
- € **Gloucester Harbor Plan Update:** Gloucester's 5 year municipal harbor plan is up for review. The City is revising its plan to reflect current port needs. A critical component includes the development of a DPA Master Plan to address supporting use to commercial use requirements set under Chapter 91.
- € **Gloucester Maritime Heritage Center Wharf Engineering:** The main pier at the Maritime Heritage Center provides important maritime services for Gloucester including berthing for schooners and commercial fishing boats as well as supporting active maritime rail operations. This pier is in very poor condition and needs to be reconstructed. The funding will be used for engineering. The Council is currently determining the best strategy for the administration of the project.
- € **Gloucester Navigational Hazard Removal:** Previously funded by the Council, underwater surveys indicate that ledge is limiting the depth of main channel of the Harbor. This project proposes to remove 8 pieces of ledge and bring water depth from 15 feet to 18 feet.

Table 2.1: Status of 1999 Gloucester Harbor Plan Priority Improvements

INFRASTRUCTURE IMPROVEMENTS	Suggested Year of Completion from 1999 Plan	Status in 2006
Maintenance Dredging in Gloucester Inner Harbor - ACOE responsible for dredging of federal channels	2001 2004 2006	<p>From 1999 to 2001, significant progress was made in efforts to complete preliminary pre-dredge environmental testing and to develop a Dredge Material Maintenance Plan (DMMP) for the Harbor. In 2001, the City Council voted not to accept the DMMP's preferred and most affordable option for disposal (i.e. Confined Aquatic Disposal {CAD} cells). Under this restriction and with the Army Corps of Engineers (ACOE) indicating that they did not plan to undertake this project in the foreseeable future, dredging of the Main Shipping Channel was put on hold and the City's priority shifted to the removal of navigation hazards (rocks and other debris) in the shipping channel and to dredging of the Annisquam River and north side Jodrey State Fish Pier. Funding to support all three of these initiatives has been received through the Seaport Advisory Council (SAC) and planning/ engineering work has begun. The first project (Nav Haz Removal) is expected to be completed in early 2006, Annisquam dredging in 2007 and then State Pier dredging soon after. In 2004, a "Gloucester Harbor Characterization" report was completed. This should prove useful as background data for a number of harbor initiatives including dredging.</p>
Dredging Needs Study - New bathymetric study of the Harbor & River to determine present and estimate future needs for dredging	2001 2004 2006	<p>ACOE completed surveys of the Inner Harbor North Channel in 1999, the Main Entrance and South Channels in 2000, and partial surveys of the Annisquam River in 2001 and 2003. NOAA completed a bathymetric survey of the inner and outer Harbor in 2003. An update of the dredging needs study was completed in 2002. A 2003 Commercial Fishing Infrastructure Report identified critical services and infrastructure needed to support the commercial fishing industry in Gloucester Harbor. This report has proven very useful in identifying where dredging is needed to support the Harbor's role as a "full-service hub port" for this industry.</p>
Private/Public "Piggyback" Dredging - Coordinated dredging involving multiple public & private sites. Develop "piggyback" dredging plan to reduce costs and overall effort	2001 2004 2006	<p>With no current plans for federal dredging in the Harbor, piggy-backing on a federal project is not currently an option. In 2005 the City began exploring new opportunities for funding support from the State with matching funds from the City and/or private property owners.</p>
Derelict Vessel Removal - Remove derelict / sunken vessels	2001	<p>Completed in 2001</p>
Removal / Repair of Other Navigation Hazards - Removal or repair of derelict / dilapidated wharfs and pilings	2001	<p>Additional deterioration has occurred at several wharfs since 1999. In 2005, the City created new building regulations requiring regular inspections and repair of pile-supported structures over water. Derelict piling fields have been removed at the old FBI property and a few other isolated spots but still remain in several locations. Over the past five years, piers have been rebuilt at a number of sites including the Gloucester Marine Terminal, Gloucester Maritime Heritage Center, Fishermen's Wharf, and at St. Peters and Cripple Cove Parks. Engineering has been completed and funding approved by the SAC for a complete rebuild of the main wharfs at Solomon Jacobs Landing and the Maritime Heritage Center.</p>

INFRASTRUCTURE IMPROVEMENTS		Suggested Year of Completion from 1999 Plan	Status in 2006
Removal of Other Navigation Hazards - Develop strategy to resolve navigational hazards problem in Harbor.		2001	ACOE surveyed these problem areas in 1999 including inspections by divers. Several more surveys were subsequently done including a focused geophysical survey in 2005 to identify the sub-bottom character of the hazards. In 2004, SAC approved funding for the additional survey work and engineering and in 2005 for the hazard removal. A marine construction contract has been awarded to remove these hazards in early 2006.
Seawall Repair - Various locations needing attention including Cripple Cove Landing, Robinson's Landing, Fort Square, Stacy Blvd. and Lucy Davis walkway		2001 2004	Four seawalls completely rebuilt. A portion of the seawall along Stacey Boulevard/Lucy Davis Walkway remains to be done (engineering and design work has been completed). Unplanned emergency repairs of the seawall on the east side of the Blynman Channel is underway and expected to be completed by mid 2006. The last section of planned work on Stacy Blvd should begin in the second half of 2006 or early 2007 (Seaport Bond funding pends).
Moorings Study - Ways to expand resident, transient and commercial moorings (Smith Cove, off State Fish Pier)		2001	No action. Project anticipated federal dredging in Smith Cove which has not been done.
Water Transportation Study - Study of better landings for all types of boats and water shuttle (Solomon Jacobs Landing, MA Electric and others) with improved shoreside infrastructure		2001	International Ferry Study completed 12/02 including identifying docking and shore-side support requirements. Proposals for domestic ferry connections to Provincetown, Salem and "downeast" introduced in 2005 and expected to undergo serious consideration during 2006. Floating docks replaced/added at St Peters, Cripple Cove and Solomon Jacobs landings. Funding secured to improve Solomon Jacobs and Maritime Heritage Center wharfs.
Blynman Bridge Replacement Study - Study issue associated with bridge, assess staging areas for boats etc. Engineering study to determine feasibility of options (new bridge, extra bridge etc)		2001	No longer considered a top funding priority and no further action currently planned.
Smith Cove Improvement - Dredging of federal channel. Resolution to Smith Cove dredging project, which was approved by ACOE in 1990, through state's Dredge Material Management Plan.		2004	ACOE's dredging priorities do not include Smith Cove in the foreseeable future.
Moorings / Floats in Smith Cove - Expand mooring area at head of the Cove consistent with 1993 Harbor Plan.		2004	No action anticipated without dredging.

INFRASTRUCTURE IMPROVEMENTS	Suggested Year of Completion from 1999 Plan	Status in 2006
Solomon Jacobs Landing - Develop a gateway for visiting boats at Solomon Jacobs Landing. Pier can service excursion boats, water taxi, and transient boats.	2004	Floats added/replaced allowing landing to partially meet this goal – Funding from SAC approved to complete improvements to the landing.
Pre-Treatment Demonstration - Further study and coordination needed to identify a location for demonstration project for fish processing wastewater pretreatment facility.	2004	Remains under consideration - the general consensus is that a pre-treatment facility should initially be developed on, or in the vicinity of, State Fish Pier (see Metcalf & Eddy <i>et al.</i> 1996 and Gloucester Harbor Recycling Study 2003).
Processing Water Study - Cost and trade-offs of using fresh versus seawater and potential new technologies to recycle water used in fish processing.	2004	Recycling Study completed 8/03. Because of a significant downturn in groundfish landings due to federally mandated fishing restrictions, fresh fish processing operations in Gloucester have been in a down cycle and thus the availability of processing water has not received much attention. As fishing stocks (hopefully) return to sustainable levels over the next 5 to 10 years, the issue of processing water is expected to receive renewed emphasis.
Commercial Street - Reconstruction to facilitate truck movement, improve service to existing businesses and buffer residences.	2004	Major changes in the Street's business mix since the 1999 Plan include loss of pile-supported FBI building, move of Good Harbor Fillet processing facility to Blackburn Industrial Park, and closing of D&B Bait company. Combined with the likely move of Allied Cold Storage operation, truck traffic has/ will be significantly reduced on the street. The Harbor Plan office has been working with interested developers/property owners and 2006 Harbor Plan will support appropriate changes.
Harbor Loop - Redesigned to reduce traffic conflict and expand parking.	2004	Several proposals have been considered and debated but no significant changes have yet been made.
Blynnan Bridge Signage - Variable message system to alert boaters. Make street improvements at Blynnan Bridge.	2004	There has been no public interest expressed in this project since 1999 and it has not been considered a funding priority.
Intercept Parking - Use existing lots at Stage Fort Park, MBTA Station or Gloucester High School during peak season with shuttle bus or water shuttle to downtown.	2004	Grant requests have been submitted to the State but none have been approved to date. Creating water shuttle service from Harbor Cove to Rocky Neck and Stage Fort Park continues to be a priority but lack of funding and pending seawall and wharf work at two of the sites have delayed action to establish this service.

The 1999 Harbor Plan was strongly focused on infrastructure improvements to remedy what was perceived as an increasingly deteriorating Gloucester waterfront. The Plan recommended a number of infrastructure improvements on land and water considered to be essential to maintaining a viable port for both maritime and visitor-oriented industries.

OTHER	Suggested Year of Completion from 1999 Plan	Status in 2006
City Harbor Task Force - Convene Harbor Task Force to oversee implementing infrastructure improvements	1999 onwards	Responsibility assigned to Harbor Plan Implementation Committee.
City Harbor Task Force - Create new city staff position to oversee Task Force	1999 onwards	Part-time Harbor Plan coordinator position created by City in 1999. City proposes creating a full-time staff position in the Community Development Department beginning July 2006.
City Harbor Task Force - Create advisory committee to oversee Task Force	1999 onwards	Nine-member Harbor Plan Implementation Committee formed in 1999.
Gloucester Harbor Partnership - Create Gloucester Harbor Partnership group to assist business and property owners	1999 onwards	This non-profit, volunteer group was formed in 1999. Last met in early 2001 – no longer active. (see discussion below).
New Development Opportunities - Use existing city incentives such as tax increment financing to promote these projects	1999 onwards	Very limited use in decade of city incentives for development within the DPA.
New Development Opportunities - Explore opportunities for greater flexibility for property owners within the DPA to support continued economic viability.	1999 onwards	Harbor Plan Office has worked closely with potential new developers and existing business/property owners within the DPA (with support of MCZM) to identify opportunities. Need a more comprehensive and flexible DPA Master Plan for the Harbor.

One of the central recommendations of the 1999 Plan was the formation of a Gloucester Harbor Partnership, a group comprised of property and business owners around the Harbor who would advocate for its revitalization. By pooling energy and resources, the Partnership was intended to enable these stakeholders to locate financing for improvements, prepare redevelopment plans, obtain permits, and address property contamination concerns. The 1999 Plan laid out what the function of the Partnership should be, but fell short of recommending a specific organizational structure for the Partnership. While the Partnership concept was initiated and members met on several occasions, it did not endure. It has been suggested that interest in the Partnership was unsuccessful because of a lack of both well-defined purpose and short-term direction, and because it was a volunteer group that did not have grass-roots origins, no funding support (private or public) and lacked strong leadership. The 2006 Harbor Plan recommends that the partnership concept be revived as an oversight committee to advise the City's Community Development personnel. This is discussed further in Chapters 4, 5 and 6.

CULTURAL AND VISITOR FACILITY IMPROVEMENTS		Suggested Year of Completion from 1999 Plan	Status in 2006
Maritime Museum - Create Maritime Museum as a gateway to the waterfront and downtown		2001 2004	Gloucester Maritime Heritage Center (GMHC) was created and achieved much of the vision outlined in the 1999 Plan for a maritime museum. It offers exhibits of Gloucester's maritime history, a gift shop, aquarium, public restrooms, a classroom available for use by community groups and students, and several demonstration and training programs with a maritime focus.
Visitor Center - Create Visitor Center as a gateway to the waterfront and downtown		2001 2004	The new GMHC fills at least part of the role envisioned for the proposed visitor center. The Chamber of Commerce and City's Welcoming Center at Stage Fort Park continue to provide visitor information. Any new development on the I4 C2 lot on Rogers Street will likely offer visitor amenities that will complement existing services, possibly including centralized ticket sales.
Visitor Facilities - Create a network of related interpretive, recreational and industrial sites open to the public		2001 2004	Some businesses are offering tours and others have indicated that they intend to offer interpretation and other visitor services. The Harbor Plan office has been actively working with Cape Ann's Society for Encouragement of the Arts (SEArts) to enhance this network by introducing works by local artists and interpretive and directional signs at sites along the waterfront. Gloucester ("America's Oldest Seaport") was designated a "Preserve America" community in 2005 which is expected to provide opportunities to obtain federal funds to support this recommendation.
Maritime Museum Piers and Berths - Develop berths and piers at the Maritime Museum to service water shuttles, excursions etc.		2001 2004	Underway - Seaport Bond funds have been approved to improve the wharf at the GMHC and at the neighboring Solomon Jacobs public landing.
Recreation and Tourism Improvements - Develop waterborne tours of the Harbor and fishery and opportunities for visitors to spend time on lobster and fishing boats		2001 2004	Some private investment and entrepreneurial initiatives during the last several years have supported this recommendation. A renewed emphasis is anticipated with the expected growth in cruise ship visits and start up of ferry services, possibly to both domestic and international ports.

Studies conducted during the 1999 planning process revealed considerable market potential for more recreational and visitor activities. As a result, the 1999 Plan proposed a series of strategic infrastructure and programmatic changes to take advantage of Gloucester's historical, cultural, and natural assets. The main goal of the proposed cultural improvement strategy was to increase visitation and provide opportunities for redevelopment, clustering these improvements as much as possible to create "activity nodes" around the Harbor and also improving connections between the Harbor and downtown business district.

The Maritime Network proposed in 1999 focused on upgrading the quality of visitor experience in Gloucester through shared marketing, promoting conservation of traditional harbor areas and natural resources by all the local visitor attractions, and showcasing the story of Gloucester to a regional and national audience. Key strategies for enhancing visitation relied upon combined ticketing to two or more sites at a reduced rate; the development of maritime industry observation sites; and water shuttle transportation. So far, there has been only minimal private interest in developing the network. A State subsidized water shuttle service was available for a limited time in Gloucester Harbor, but did not prove profitable once the subsidy stopped.

While there has been very limited buy-in to the idea of a Maritime Network to date, a number of property owners have incorporated, or expressed an interest in incorporating, visitor access to their businesses.

DOWNTOWN IMPROVEMENTS		Suggested Year of Completion from 1999 Plan	Status in 2006
Downtown Hotel - Develop a new hotel downtown		2006	Plans are currently being developed at two downtown sites. The City remains hopeful that at least one new downtown hotel will be open by the end of 2008.
Rogers Street - Infill commercial development on the east side of Rogers Street. Develop nodes of activity at both ends of Rogers and Main Streets to draw visitors to the area.		2006	Some progress. New building at west intersection of Rogers and Main Streets with facilities that are open to the public located on the ground floor. Cruise ship terminal being added in 2006 near the east intersection of these same two streets. Fishermen's Wharf building on Roger Street was replaced after it burned down. 14 C2 lot between Gloucester House and Building Center remains vacant and when developed will serve as a significant stimulant for a Rogers Street renaissance.
Rogers Street - Complete 1995 pedestrian and streetscape recommendations. Safety improvements to crossings and linking downtown to the Harbor		2001	Some conversions have occurred but no substantive changes made. The 1995 Gilham and Gander report was reviewed in 2005 and funding alternative are being explored.

2-4 ASSUMPTIONS

Future uses within the harbor planning area, will be dictated in part by market trends and opportunities. As the 2006 Plan is intended to have a five-year life, it is impossible to accurately predict how marine industry and the region's economy will change and what new opportunities may or may not present themselves over the next decade. However, it is relatively clear that there are a couple areas of economic activity that will most likely be important:

- € Commercial fishing continues to play an important role on the waterfront. The downturn in groundfish landings has had a significant negative impact on many waterfront service businesses, ranging from ice provisioning to boat repair. Even with this, many business owners remain at least mildly optimistic, believing that fish stocks will recover in response to the current fishing restrictions. Assuming that Gloucester maintains its status as a full service hub port, it is still well-positioned to take advantage of any recovery given its proximity to the fishing grounds, the existence of the Display Auction, its fishing heritage, and the presence of a significantly underemployed offshore fishing fleet. This should eventually translate into more fishing-related jobs and increased demand for property and vessel berthing space on the waterfront.

However, even with recovery of fishing stocks, it appears unlikely that Gloucester will return to being a major fresh fish processing port. New large fresh fish processing facilities in South Boston and the proximity of modern transportation options including Logan Airport, interstate rail connections, and an active international shipping port all give Boston a major competitive edge as a regional processing and distribution hub. Gloucester is expected to continue to be a major processor of frozen seafood, packaging and shipping of pelagic fish, and a hub service port for the fish harvesters. The Port also appears to be well suited to support new fisheries technologies and related startup ventures.

Some waterfront business and property owners, particularly those with ties to the traditional harvesting sector, have been hard hit by the downturn in fishing and have found it difficult to obtain resources they would need to adapt to the changes. However, a number of healthier local businesses have adapted by switching to processing non-traditional or underutilized marine species, developing new products (e.g. Neptune's Harvest), and/or serving new customers (e.g. recreational, research). The 2006 Harbor Plan will offer suggestions and recommend regulatory changes that support initiatives that will help businesses adapt and renew their facilities and operations, while at the same time preserving the capability to support the groundfish fleet when stocks return to sustainable levels.

- € Cultural and visitor activities – including historical and interpretive sites, whale watch, charter boats, cruise ships, ferries, art galleries and related commerce represent economic potential in the downtown and Harbor area yet to be fully realized. Several projects and programs could increase the number of visitors and related economic benefits to businesses and the City, with minimal effects on the Harbor environment and without displacing or interfering with any commercial fishing or other maritime industries. These projects should build on the City's success in attracting visitors, writers, and artists and improving the quality of services and recreational opportunities available for its residents.
- € Besides these assumptions about economic trends, this Plan is also built on a presumed commitment of the City and state governments to promoting and ensuring, through their policy and regulations, water-dependent industrial use of Gloucester Harbor.

2-5 THE PLANNING PROCESS

2-5-1 Harbor Planning Area

The area of focus for both Harbor Plans is illustrated in Figure 2-1. It encompasses the entirety of the Gloucester Inner Harbor and adjacent landside areas extending from the Rocky Neck peninsula to the Fort and including the shoreline of the western side of the Harbor to Stage Fort Park. On the landside, the area is bounded by Main Street in downtown, East Main Street, Rocky Neck Avenue, Commercial Street, and Stacy Boulevard. The main focus of the process to update the 1999 Harbor Plan was on those Inner Harbor properties that are located within the state-Designated Port Area (DPA) (Figure 2-2).

This DPA program is designed to protect the marine industrial areas of the state from encroachment by other uses. Within a DPA, no new hotels, residences or recreational marinas may be developed; the amount of commercial uses is limited; and there are dimensional and other requirements to carefully guide development. Regulations pertaining to the DPA are part of the Chapter 91 Waterways Regulations (310 CMR 9.00). Chapter 91 preserves and protects the public's rights in tidelands – the area seaward of the historic high water line – by ensuring that tidelands are used only for water-dependent uses or otherwise serve a proper public purpose.

On the local level, much of the study area and virtually all of the DPA falls within the City's Marine Industrial zoning district designed to protect and promote marine industrial use of the Harbor, similar in intent to Chapter 91. Like the state's DPA regulations, the Marine Industrial zone prohibits residential development, hotels, and motels (although MI zoning does allow limited boarding or guest housing), reserves the immediate waterfront for vessel-related activities and, through special permit requirements, discourages displacement of existing marine industrial uses.

Unlike the 1999 Plan, one of the goals of this Harbor Plan is to adapt local land use regulations affecting the Harbor in order to clarify and unify City and state regulations and to stimulate investment in the waterfront.

It is clear that even within the DPA, the land use and character of various areas differ significantly. Therefore, for purposes of analysis and discussion, the harbor planning area within the DPA is subdivided into 3 regions: Harbor Cove, the Industrial Port, and East Gloucester (Figure 2-3).

- € *Harbor Cove* – The traditional heart of the fishing port in Gloucester, extending from Fort Point to Harbor Loop and extending across Commercial Street and Rogers Street to include part of downtown. The waterfront is characterized by a mix of commercial and industrial uses, small parcels, and old finger piers.
- € *Industrial Port* – Extending along the western side of the Inner Harbor from Harbor Loop to the Head of the Harbor, incorporating the State Fish Pier and parcels between Rogers and Main Street. Due to their uses and characteristics, the Americold property in East Gloucester and the Marine Railway on Rocky Neck are included in this district. Major fish processing, cold storage facilities and support services have developed here over the past forty years. The area is characterized by large parcels and buildings, berthing for large vessels, proximity to the main shipping channel and the end of Route 128, and an almost uniform Marine Industrial use.
- € *East Gloucester* – Extending from the southeast corner of State Fish Pier to Smith Cove, inland to East Main Street and including the Gloucester Marine Railway on Rocky Neck. This area features generally poor road access for large commercial vehicles and a

diverse mix of uses, building types, and waterfront conditions, including boatyards and marinas that service both recreational and commercial vessels and private homes. This is the only area within the DPA that has “grandfathered” residences and recreational marinas.

Areas outside the DPA but within the planning area include:

- € *Smith Cove* – This encompasses the area of Smith Cove that is outside of the DPA and contains primarily residential and visitor-related commerce interspersed with marine related activities and recreational dockage. The strong character of this area, with its winding streets and water views has attracted artists and visitors to Gloucester for much of its history. Rocky Neck is in this area and is the home of America’s oldest continuously active art colony.
- € *Western Harbor* – includes the water edge and Stacy Boulevard from the Fort to Stage Fort Park, an outstanding public amenity and gateway to the City.

Figure 2-4 shows those properties that offer services or have infrastructure that is important to the Port of Gloucester. While all are important, some of these are critical if Gloucester is to remain a full-service hub port.

2-5-2 Public Participation

Adequate public involvement is crucial to the development and implementation of the Harbor Plan. Gloucester is a community with many groups and individuals who are stakeholders in the development of the Harbor as well as many others with an interest in the Harbor’s future. Working with the Harbor Plan Implementation Committee and the Harbor Plan Project Coordinator, the planning process included public meetings of the Committee, four public presentations to solicit input, two appearances on local cable television, and interviews with key stakeholders (listed below). All meetings were advertised in the local newspaper, on the City’s website and recorded for local access broadcast. Just prior to the start of this Harbor Plan project, a community panel of Gloucester-based fishing industry representatives was convened to identify port services and infrastructure that they considered essential to effectively support an active fleet of commercial fishing vessels. This initiative was sponsored by the Massachusetts Fishermen’s Partnership and MIT Sea Grant Office and the information collected proved invaluable to the Harbor Plan project.

2-5-3 Interviews

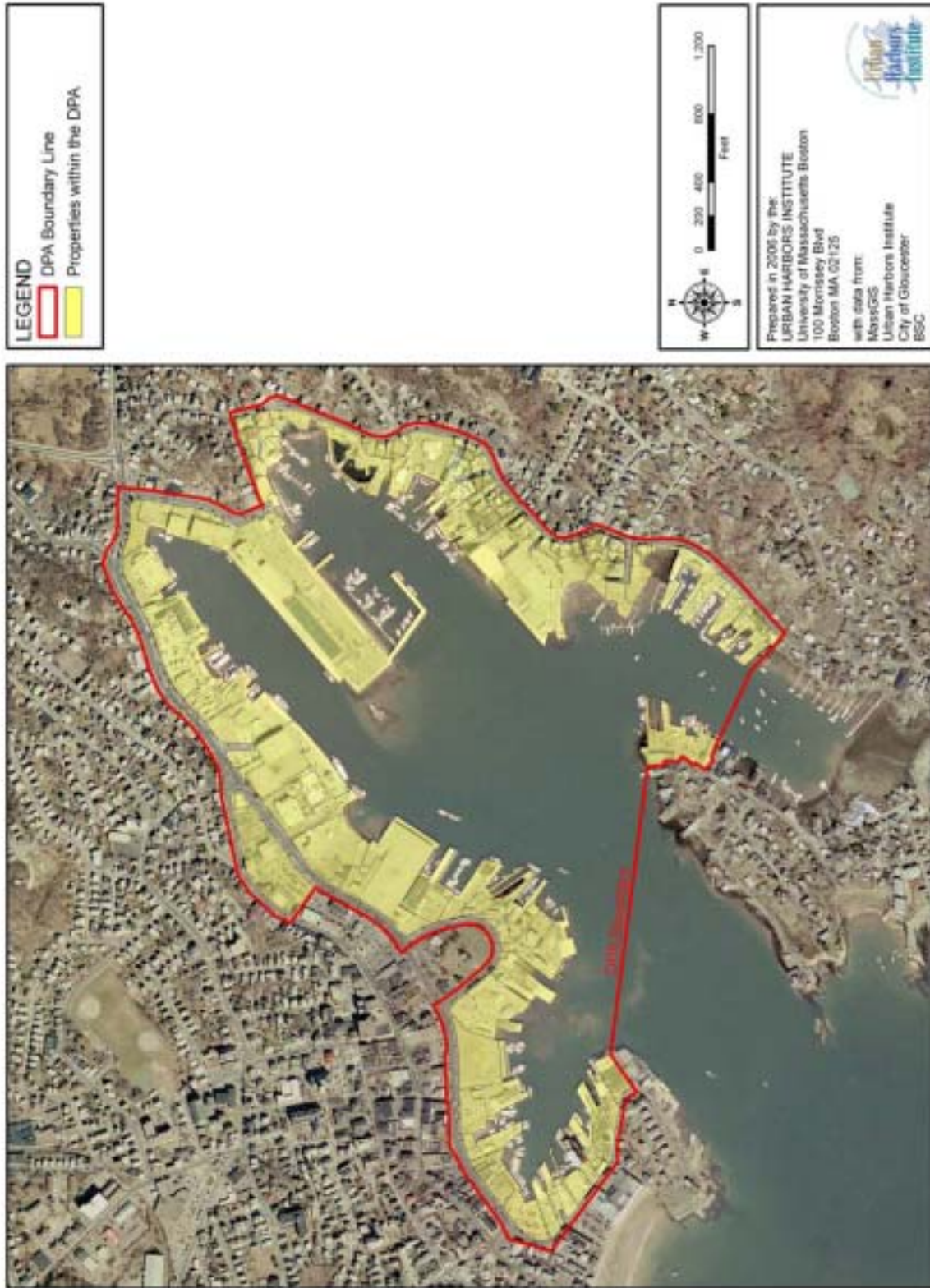
In consultation with the Harbor Plan Coordinator, over 25 interviews were held with key Harbor stakeholders, including property owners, business owners, municipal and state officials, and non-government organizations. A list of those interviewed can be found in Appendix A.

2-5-4 Public Meetings

The Harbor Plan Implementation Committee and the Harbor Plan Project Coordinator met numerous times in public session to discuss issues and elements of the plan as they were being developed. In addition, at regular intervals in the planning process, the committee and its consultants convened four public meetings to solicit input and present draft findings and recommendations for feedback. Periodic discussions with staff of the Massachusetts Office of Coastal Zone Management and Department of Environmental Protection ensured the Plan would address the approval criteria of 301 CMR 23.00. A list of public meetings can be found in Appendix A.



Figure 2-1. Harbor Planning Area



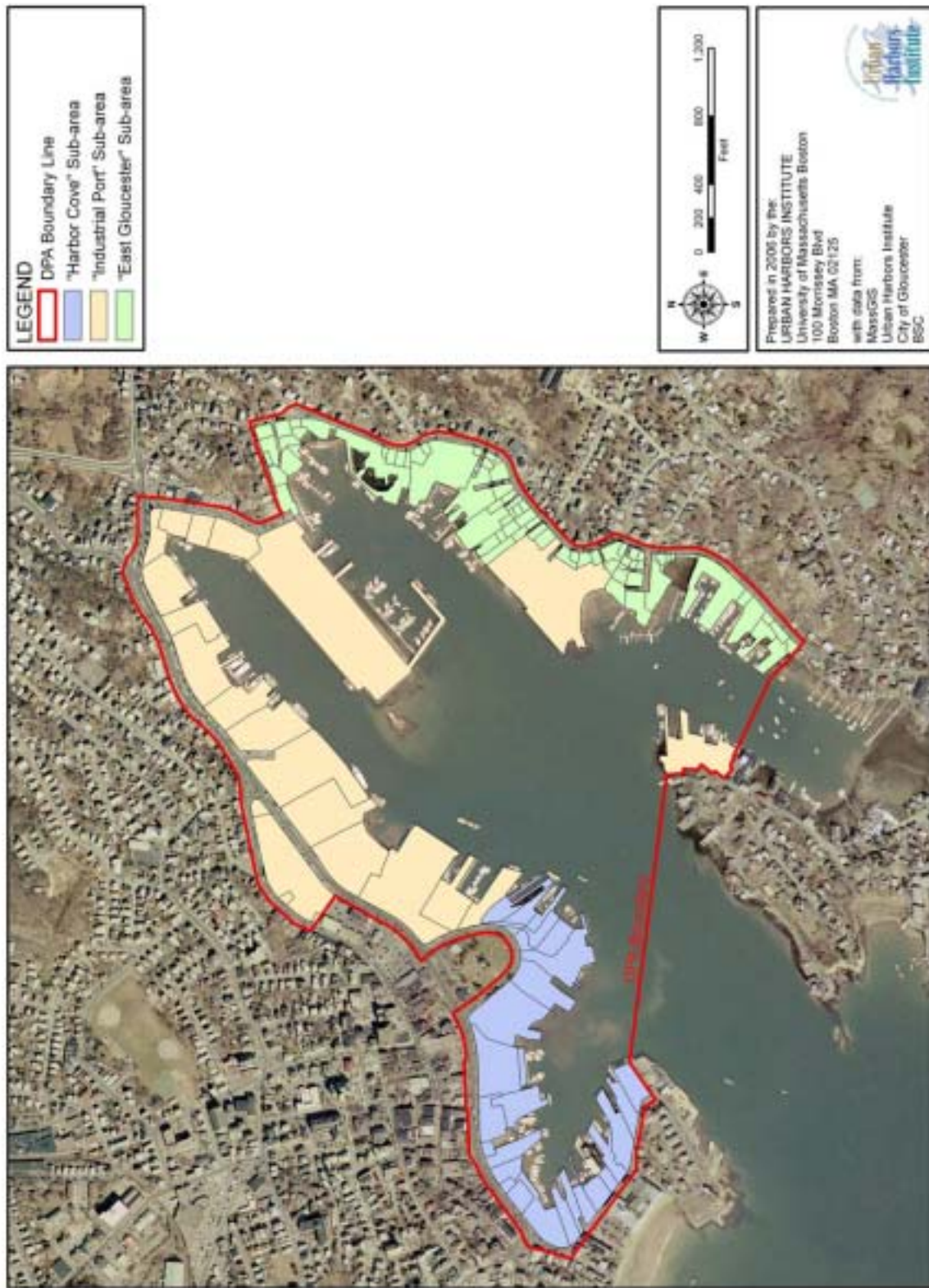
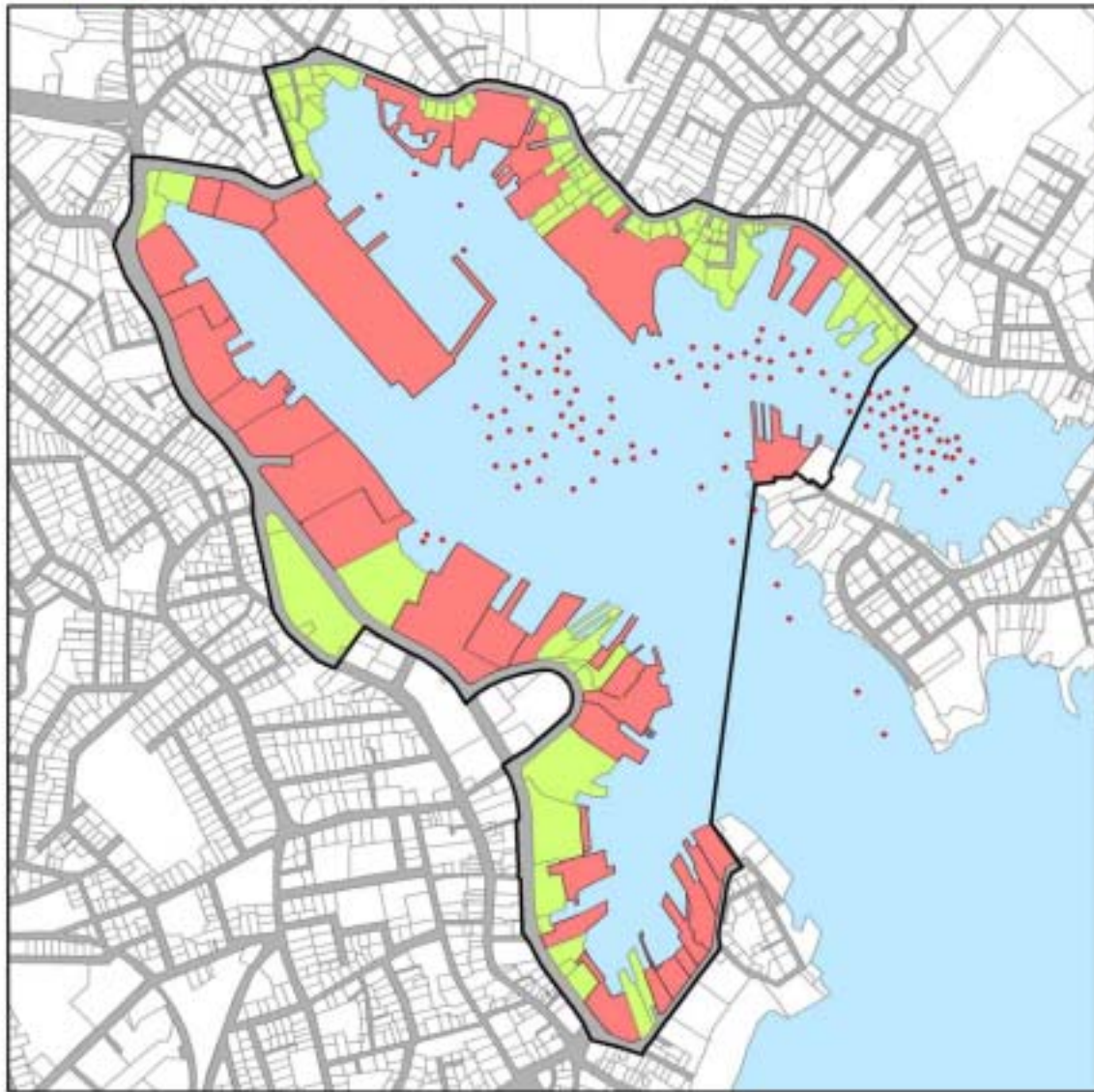


Figure 2-3. DPA Planning Sub-areas

2-6 COMMUNITY GOALS

The goals for the Gloucester Harbor Plan were initially developed during the 1999 harbor planning process and remain largely unchanged in this revised Plan. The goals were arrived at through Harbor Planning Committee discussions and through a series of workshops involving the larger Gloucester community. The goals were then reconsidered, revised, and accepted by the Harbor Plan Committee in January 1998. In general, the goals respond to *the local desire to maintain marine industrial use of the Harbor, while also developing new and innovative uses that do not depend on traditional fishing*. As in the 1999 Plan, these goals guided development of recommendations in this 2006 Harbor Plan:

- € Encourage revitalization of the commercial fishing industry, expansion of commercial shipping and seafood processing, and other water-dependent industrial uses.
- € Stimulate the general economy of the City of Gloucester, emphasizing family-supporting jobs.
- € Promote existing and new marine-related businesses, research, development, and technology.
- € Maximize state and federal resources and assistance that may be available to the City.
- € Clarify the City and state regulations so that there is greater predictability in the permitting of projects.
- € Attract private investment to the Harbor, consistent with the City's vision.
- € Integrate proposed dredging projects with overall harbor planning.
- € Integrate the waterfront with downtown Gloucester and surrounding areas, to increase the accessibility and attractiveness of the Harbor for residents and visitors, and to enhance economic development.
- € Increase visitor and the recreational opportunities the Harbor affords and preserve and promote the Harbor and City's historic assets.
- € Preserve and protect the natural environment.
- € Enhance harbor management and operations.



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2-4. Properties with Services or Infrastructure Important to the Port of Gloucester